

63-2083

12 March 1963

MEMORANDUM FOR: Director of Central Intelligence

SUBJECT : Department of State's Objections to the
Report on the Cuban Arms Build-up

1. It is inconceivable to me that the Department of State can at this late date insist that the report to the President's Foreign Intelligence Advisory Board on intelligence community activities relating to the Cuban arms build-up was not a coordinated report. The Department participated fully in the drafting and editing of the report. The draft submitted to the President's Board on December 26th included all of the suggestions agreed to by the steering committee at its final meeting on December 20th. Set forth below is a chronology of the development of the report from its inception through the decision that the draft submitted to the President's Board on December 26th would be considered the final version.

2. Dr. Killian, in a letter to you dated November 14th (see Tab A), requested a review on an all-source, all-agency basis of actions taken and results obtained within the intelligence community in providing intelligence coverage on the Soviet arms build-up in Cuba. You forwarded a copy of Dr. Killian's letter to all of the USIB principals on November 14th (see Tab A). On the same date you forwarded copies of the letter specifically to the Secretary of State, the Secretary of Defense, the Attorney General, and to Mr. McGeorge Bundy (see Tab B).

3. Dr. Killian, in his letter to you of November 14th, asked if it would be possible for the President's Board to receive the results of the intelligence community's review in time for consideration at the Board's next meeting on December 7th. In your reply to Dr. Killian you promised to do your best to meet the deadline (see Tab C).

4. Dr. Killian's request was taken up in executive session of the USIB on November 15th. You proposed setting up a committee chaired by yourself, with General Carter, General Carroll, Mr. Hilsman, and General Blake as members, to pull a response together.

(EXECUTIVE REGISTRY FILE)

You also told the USIB members present that you were asking General Carter to set up in CIA a working group, with representatives of other agencies, to provide support, research, analysis and other staffing to the above-mentioned committee. Mr. Hillsman suggested that each member of the DCI's committee designate a man to participate. (See Tab D). (Note: Hereafter in this memorandum the DCI's committee is referred to as the steering committee. The USIB representatives who participated in the drafting of the report are referred to as the working group.)

5. You appointed me chairman of the working group. I designated two members of my staff to assist me. The representatives of the other agencies participating in the working group were:

William McAfee, Director of the Coordination Staff,
Bureau of Intelligence and Research, Department
of State

25X1 [redacted] Chief, Current Intelligence
Indications Center, Defense Intelligence Agency

25X1 [redacted] a representative of the Office of
Estimates, Defense Intelligence Agency

5X1 [redacted] Deputy Chief, Policy Division,
National Security Agency

25X1 [redacted] representing the Deputy Director
(Intelligence)

25X1 [redacted] representing the Deputy Director
(Plans)

6. On November 16th a memorandum was forwarded to State, DIA, and NSA setting forth a format to be followed in preparation of each agency's contribution to the study. The format memorandum appears at Tab E. This guidance was the result of agreement reached in executive session of USIB on November 15th. A copy of the USIB minutes is attached at Tab F.

7. State Department's contribution was forwarded under cover of a transmittal memorandum dated November 23rd. See Tab G.

8. On November 30th you forwarded a memorandum to State, Defense, and NSA suggesting to the steering committee members that the steering committee meet with the working group on December 5th to review the status of the working group's efforts and to establish so far as possible tentative agreed conclusions. (See Tab H).

9. The steering committee met, as proposed, at 1500 hours on December 5th. The steering committee reviewed the draft submitted by the working group. Numerous changes were suggested and agreed to. It was further agreed that when the steering committee and working group met with certain members of the President's Board on the following day the discussion would be limited to an oral progress report. The President's Board members would not be given a copy of the draft then in being, because it had not been fully agreed to by the steering committee. Present at the meeting were:

Steering Committee: Mr. McCone
Mr. Hillsman
Gen. Blake
Gen. Carter
Gen. Carroll

Working Group:



25X1

Mr. McAfee, State



25X1

10. On December 6th the steering committee (less General Blake who was absent because of the snow) met with members of the President's Board for lunch. Dr. Killian could not be present because of the snow. President's Board members and staff present were: Mr. Doolittle, Mr. Gray, Mr. Murphy, Mr. Ash, and Mr. Coyne. The Board members, the steering committee, and the working group met in your conference room at 1415 hours, following lunch. It was agreed at the meeting that the steering committee, only, would meet with the President's Board members the following morning.

December 7th, at 1030 hours. The steering committee committed itself to having a completed report ready for submission to the President's Board in about ten days to two weeks.

11. In a memorandum to State, DIA, and NSA steering committee members, dated December 11th, you informed the steering committee that the President's Board would meet in Washington on December 27th and 28th to consider the intelligence community's report. You further informed the steering committee that a revised draft of the report would be in the hands of the steering committee members on December 17th and proposed that the steering committee meet on December 19th to fully consider the revised draft. (See Tab I).

12. On December 14th I forwarded to each member of the working group a copy of a draft report, revised in accordance with the suggestions of the steering committee at its meeting of December 5th. I called for a meeting of the working group on December 15th to consider the draft and to agree upon changes to be included in the draft to be submitted to the steering committee at its meeting scheduled for December 19th. A copy of the transmittal memorandum appears at Tab J.

13. The working group met on December 15th and agreed upon changes to the draft. A revised draft was forwarded to each agency on December 17th for consideration by the steering committee representatives. A copy of the transmittal memorandum appears at Tab K.

14. At the USIB meeting on the morning of December 19th, you informed the USIB of the status of the report. The minutes note that: "With respect (to the report), the Board concurred in the Chairman's view that formal USIB consideration and action on this report would not be required beyond completion of the report by the steering committee . . ." The minutes are attached at Tab L.

15. The steering committee, plus Mr. Kirkpatrick, met with the working group at 1320 hours on December 19th. Mr. Hughes represented Mr. Hilsman, who did not arrive until 1505 hours. The steering committee did not complete its deliberations at this meeting. They agreed to convene again the following morning, December 20th, at 1000 hours.

16. The steering committee and working group met as scheduled on December 20th and completed its review of the then existing draft. It was agreed that no further meeting of the steering committee would be held.

17. Following its meetings with the steering committee on December 19th and 20th, the working group revised the draft to conform with the working group's understanding of the wishes of the steering committee. My assistants and I prepared a new draft based upon the agreed suggestions of the steering committee and the working group. A copy of this draft was flown to you on the West Coast. Walter Elder called from the West Coast at 1230 hours December 24th and gave us over the telephone the minor changes that you wanted made in the draft. You, too, participated in that call.

18. Also on December 24th, Mr. Bromley Smith called me at about 1500 hours and informed me that Mr. Bundy wanted a copy of the report delivered to him in Boston on the 24th. Further, Mr. Bundy did not want copies distributed "outside of the Government" until after he (Bundy) had had an opportunity to read it. A copy of the draft was flown to Boston as requested by Mr. Bundy. A memorandum concerning this telephone call from Bromley Smith is attached at Tab M.

19. The few changes that you indicated should be made (in the telephone call from the West Coast on December 24th) were made, and the report was distributed, clearly identified as a draft, on December 26th.

20. Attached at Tab N is a copy of comments on the report received from Roger Hilsman on December 27th. These comments were pulled together from notes taken of two telephone conversations with members of the Department of State on December 27th. Mr. Hilsman first called General Carter, pointing out the particular portions of the report to which he objected. General Carter made marginal notes in his own copy of the report. Using General Carter's marginal notes as a basis, a member of my staff called Tom Hughes and sought clarification of Mr. Hilsman's somewhat cryptic observations.

21. General Carroll, too, objected to certain portions of the report as distributed. His suggested changes were submitted in writing. A copy is attached at Tab O.

22. At 1530 hours on December 27th, the CIA members of the working group met with you, General Carter, and Mr. Kirkpatrick to consider the changes recommended by State and DIA. The result of this meeting was the distribution on December 27th of a "change sheet"

asking the holders of the distributed report to make the changes noted. A copy appears at Tab P. Very few of the changes recommended by State and DIA were considered to be of sufficient importance to warrant being included in the change sheet.

23. In executive session of the USIB on January 3rd: "The Chairman explained that, in submitting the draft report regarding Cuba to the President's Board, he had offered to provide supplementary information if requested. Not having received such a request, the Chairman proposed, and the USIB concurred, that he would advise the President's Board that the draft report submitted on 26 December 1962 should be considered the final report." (Emphasis supplied.) Mr. Thomas L. Hughes, Acting Director of Intelligence and Research, represented the Department of State at the USIB meeting of January 3rd. A copy of the minutes is attached at Tab Q.

24. In a memorandum dated 7 January 1963, you informed Dr. Killian that the USIB in executive session on January 3rd had concurred with your proposal that the report be considered final. You asked that the page designating the report as a draft be removed from each copy in the hands of the Board. Copies of your memorandum to Dr. Killian were forwarded to appropriate members of the intelligence community under cover of a transmittal memorandum also dated January 7th. Your memorandum to Dr. Killian and the transmittal memorandum are attached at Tab R.

25. On 31 January 1963, General Carter addressed a memorandum to Mr. Hilsman thanking him and Mr. McAfee for their participation in the preparing of the report. A copy is attached at Tab S.

26. I think it worth observing that the report submitted to the President's Board as a draft was the seventh draft that had been prepared. Using the contributions submitted by State, DIA, NSA, the DD/I and the DD/P, my assistants and I put together an initial draft. This first draft was then reviewed at length by the working group. Second and third drafts were prepared and both were reviewed by the working group. At its first meeting on December 5th, the steering committee reviewed the third draft. Based upon the suggestions of the steering committee, a fourth draft was prepared, reviewed, and modified by the working group. The steering committee reviewed the

fifth draft at its meetings of December 19th and 20th. The working group met again following its meetings with the steering committee on December 19th and 20th. The text of the sixth draft was agreed to by the working group. My assistants and I then put together a sixth draft. This was the version that you reviewed on December 24th. We made the few changes that you indicated and distributed the result on December 26th. Other members of the steering committee and the working group did not have an opportunity to recommend changes to the sixth draft prior to its distribution.

27. In my view, the Department of State was given ample opportunity to make its views known throughout the development of the report, and they did make those views known--repeatedly and at length. I know of no instance where the views of the Department's representative on the working group were ignored.

J. S. Earman
Inspector General

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Remarks:

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Inspector General	12 Mar 63